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ABSTRACT

An assessment was made of the extent to which participants enrolled in programs funded by Title IIA of the Job Training Partnership Act (JTPA) receive support services that enable them to attend training. Specifically, the study sought to determine the following: (1) the extent of participant support that local JTPA programs provide; (2) the relationship between such support and program participants' success; and (3) the degree to which support is provided through coordination arrangements with other sources. A mailed questionnaire was used to survey all 628 JTPA service delivery areas (SDAs), with an 89 percent response rate, and 5 SDAs were visited. Analysis of survey data showed that SDAs spent about 9 percent of their JTPA Title IIA funds for participant support, although some of this money was actually used for work experience, which does not facilitate access to training. In the five SDAs studied, about 20 percent more single parent participants who received one support service (child care) completed the program and/or found jobs than did single parents who did not receive child care. About half the SDAs responding to the survey had coordination agreements with other agencies to provide some supportive services. Recommendations were made that the Labor Department provide guidance to SDAs on how to obtain funds for supportive services and how to enhance the services through coordination with other agencies. (The report includes 15 tables and 14 figures.) (KC)

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United States General Accounting Office

GAO

Report to Congressional Requesters

June 1992

JOB TRAINING PARTNERSHIP ACT

Actions Needed to Improve Participant Support Services

ED348540

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United States
General Accounting Office
Washington, D.C. 20548

Human Resources Division

B-248739

June 12, 1992

The Honorable William D. Ford
Chairman, Committee on Education
and Labor
House of Representatives

The Honorable Carl C. Perkins
Chairman, Subcommittee on Employment
Opportunities
Committee on Education and Labor
House of Representatives

This report responds to your request for information on the extent to which participants enrolled in programs funded by title IIA of the Job Training Partnership Act (JTPA) receive support services that enable them to attend training. Specifically, you asked that we determine

- the extent of participant support that local JTPA programs provide,
- the relationship between such support and program participants' success, and
- the degree to which support is provided through coordination arrangements with other sources.

Background

JTPA is the principal federal program for job training and related services. Title IIA is the largest single program under the act; it receives about $1.8 billion a year and serves about 1 million participants. Local service delivery areas (SDAs), which are designated by state governors, provide services in each state. An SDA can include one or more units of local government or an entire state. Nationwide, there are 628 SDAs.

JTPA's primary emphasis is on providing participants with training services, and it requires that SDAs spend at least 70 percent of available title IIA funds on training activities. Of the remaining funds, SDAs can spend up to 15 percent on administrative costs and no more than 30 percent on a combination of administrative costs and participant support. In effect, those SDAs requiring the full 15 percent for administration are limited to spending a maximum of 15 percent for participant support.

Because some individuals may be unable to attend training due to associated costs, such as for transportation, JTPA permits SDAs to provide enrollees with participant support services or assistance. Participant

support consists of supportive services (specific services that enable participants to attend JTPA training activities, such as child care, transportation, or meals) and needs-based payments (funds to offset overall costs associated with training). The act also includes work experience—short-term jobs designed to develop good work habits—under the participant support cost category.

Scope and Methodology

Using a mailed questionnaire, we surveyed all 628 SDAs to obtain a national perspective on how many SDAs provided participant support services to their program enrollees, what kinds of services they provided, and how much they spent on this activity during program year 1990, which ended June 30, 1991.[1] We received responses from 89 percent of the SDAs.

We visited five SDAs to obtain additional information on (1) the services provided to program enrollees, (2) the program outcomes achieved by participants who needed support services and received them, compared with those who did not receive such services, and (3) the amount of coordination that occurred with other potential sources of participant support. At the five SDAs, we looked at participants with a need for one specific supportive service, namely child care, to see if receiving this service was associated with more favorable program outcomes. We limited our analysis to the need for child care only. The SDAs we selected for site visits provided geographic dispersion, served either urban or rural areas, and had diversity in their approaches to providing participant support. Appendix I lists the five SDAs selected.

We performed our work between September 1991 and March 1992 in accordance with generally accepted government auditing standards.

Results in Brief

SDAs reported spending, on average, about 9 percent of their JTPA IIA funds for participant support, but this figure is somewhat misleading and, in some instances, inaccurate. On average, about one-fourth of the 9 percent charged to participant support was spent for work experience, which, although classifiable as participant support under the act, is more a training activity than a service that enables participants to attend training. Reporting work experience as participant support distorts the amount of

[1]The percentage of funds we report as being spent on participant support differs from the figure reported by Labor. This is due to the use of different bases for the computations. Our figure represents the percentage of funds available during the program year that were spent on participant support, whereas Labor's represents the percentage of funds expended. We use available funds because the act specifically refers to that term.

funds spent to assist participants. In addition, many SDAs appeared to have improperly charged administrative costs to the participant support cost category, thereby further obscuring actual spending for participant support.

Our analysis at five SDAs showed that participants who needed and received one form of participant support—child care assistance—appeared to fare better than those who did not receive such assistance. At these SDAs, we analyzed program results for single parents with a dependent child under the age of 6 who had an apparent need for child care services. We found that those who received child care, whether from JTPA or other sources, more often completed training and got a job than similar participants who did not get such assistance.

Coordination with other programs, such as the Job Opportunities and Basic Skills (JOBS) program,[2] can increase resources for participant support. Overall, about half of the SDAs said they obtained participant support services through cooperative agreements with other agencies.

Not All Participant Support Provides Support to Participants

The amount that SDAs reported spending for participant support was misleading because not all of it was used to provide participants with the services they needed to attend training. On average, SDAs reported spending about 9 percent of available funds in program year[3] 1990 for participant support, of which about two-thirds was used to support participants directly through needs-based payments or supportive services (see table 1). The remainder was spent for work experience, which does not facilitate access to training, or for costs improperly charged to participant support.

Table 1: Costs SDAs Charged to the Participant Support Category in Program Year 1990

Activity	Percent of IIA funds
Needs-based payments/supportive services	5.8
Work experience	2.3
Improper charges to cost category	0.6
Average percent of available funds charged to participant support	**8.7**

[2]A work and training program aimed at making welfare recipients self-sufficient through education and job training.

[3]JTPA operates on a program year basis which begins on July 1 and ends on June 30 of the following year. A program year is designated by the year in which it begins. Thus, program year 1990 includes the period July 1, 1990, to June 30, 1991.

Although an allowable charge, work experience is more a form of training than support assistance. Of the 557 SDAs responding to our survey, about 19 percent (104) told us they spent most of their participant support funds on work experience. The 104 SDAs spent, on average, just 2 percent of their available funds for needs-based payments and supportive services. Also, officials from most of these SDAs reported that they were not providing participant support through coordination agreements with other agencies or programs.

About 27 percent of the SDAs reported charges to participant support—about $10 million—that we consider improper. This finding is similar to one included in our 1991 report on JTPA oversight.[4] In that report, we pointed out that SDAs circumvented administrative cost limits by improperly reporting administrative costs as training or participant support. We recommended that the Department of Labor provide policy guidance to correct the situation. Labor responded in July 1991 that its legislative proposals to amend JTPA will address this problem. However, Labor's proposals have not been enacted, and Labor has not taken any interim measures to address this situation.

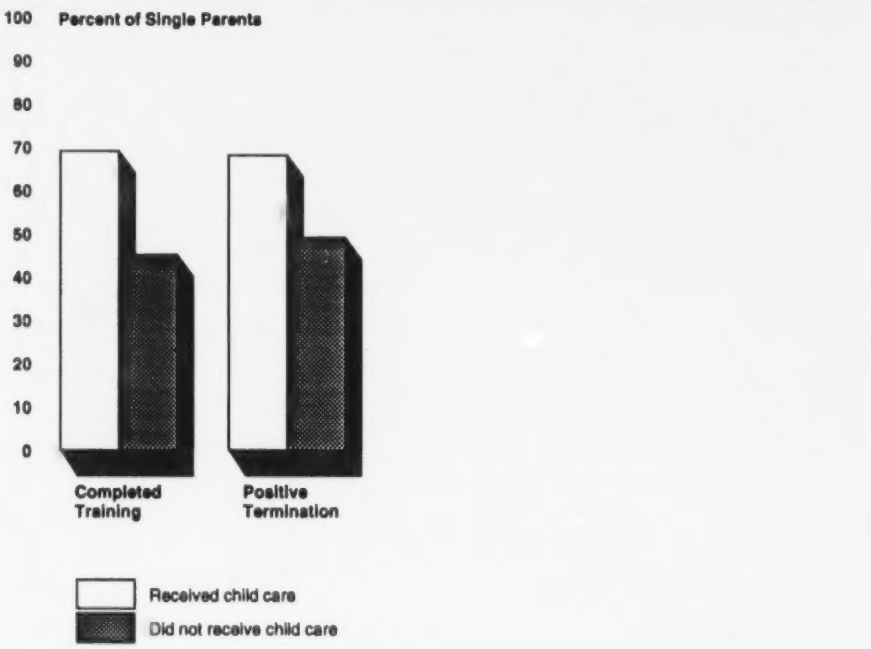
Appendix II contains additional details from the questionnaire responses.

Receiving Needed Child Care Associated With Better Results

In the five SDAs we studied, participants who needed and received one specific support service, namely child care, achieved better program outcomes than those who did not receive needed support. Participants at the five SDAs we visited who were single parents with a child under age 6 and who enrolled in a training activity were presumed to need child care services. We found that the single parents who received child care assistance, either through JTPA or elsewhere, more often successfully completed their training and more often obtained jobs or experienced another positive outcome, such as returning to school, than those who did not (see fig. 1). About 69 percent of single parents who received child care completed their training compared to 45 percent for those not receiving such care. Similarly, about 68 percent of those receiving child care got jobs or had other positive outcomes, such as completing a major level of education, compared to 49 percent of those not receiving child care. (Appendix III contains more details on this analysis.)

[4]Job Training Partnership Act: Inadequate Oversight Leaves Program Vulnerable to Waste, Abuse, and Mismanagement (GAO/HRD-91-97, July 30, 1991).

Figure 1: Program Results in Five SDAs for Single Parents Who Did and Did Not Receive Child Care



Note: Positive termination includes obtaining a job, completing a major level of education, or returning to school.

While the association we noted provides an indication that receiving child care is likely an important factor contributing to better program outcomes, our analysis did not enable us to rule out other factors possibly causing or contributing to the more favorable outcomes.

Opportunities Exist for Obtaining Participant Support From Other Sources

Resources are sometimes available for participant support through other agencies or programs. Coordination arrangements with these organizations can increase the resources available for participant support while ensuring that JTPA funds are used, to the maximum extent possible, for training services. Labor has not issued any guidance to the states or SDAs on seeking participant support through coordination arrangements with other agencies or programs. However, opportunities may exist to capitalize on unused or underutilized resources from other programs. For example, one SDA we visited was attempting to obtain free transportation

services for its participants through a local agency with underutilized transportation vans.

Overall, about half of the SDAs responding to our survey said they had agreements with other agencies to provide at least a part of one or more supportive services. For example, 45 percent of the responding 557 SDAs reported using other agencies for child care, 32 percent for transportation, and 20 percent for health care. On average, about 21 percent of the participants at the 219 SDAs providing such estimates received supportive services from other sources. However, about one-fourth of the SDAs stated that they did not track the number of participants who received services from other sources.

Our work at the five SDAs we visited shows coordination with other agencies varied substantially. For example, one SDA administered both JTPA and JOBS, a welfare-to-work program. Clients eligible for both programs would receive training funded by JTPA and supportive services funded by JOBS. Conversely, another SDA had minimal coordination with other agencies; program officials delegated support counseling to training contractors and had little knowledge of the support services provided either by the training contractors or by other agencies. (See appendix IV for additional information on the extent of coordination with other sources of participant support.)

Recommendations

To ensure that JTPA funds are used, to the maximum extent possible, for training purposes and that participants receive the support services needed to attend training, we recommend that the Secretary of Labor provide the SDAs with guidance on the use of resources potentially available from other agencies and programs to supplement JTPA funding for participant support. Furthermore, Labor should provide guidance to the SDAs on how best to seek out and obtain needs-based payments and supportive services potentially available through coordination agreements with other programs.

Matters for Consideration by the Congress

The Congress should consider amending JTPA to reflect the true nature of work experience by requiring that work experience be categorized as training rather than participant support. In addition, because Labor has been reluctant to take direct action, the Congress should consider amending JTPA to require the Secretary to ensure that all JTPA program cost categories are adequately defined and that costs are accurately reported.

As requested, we did not obtain written comments on a draft of this report. We discussed the results of our work with Labor officials, and they generally agreed with our findings and conclusions.

This work was performed under the direction of Linda G. Morra, Director, Education and Employment Issues, who may be reached at (202) 512-7014. Major contributors are listed in appendix VI.

Edward a Densmore

for

Lawrence H. Thompson
Assistant Comptroller General

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Abbreviations

AFDC	Aid to Families With Dependent Children
JOBS	Job Opportunities and Basic Skills
JTPA	Job Training Partnership Act
PY	program year
SDA	service delivery area
TY	transition year

SDAs Selected for Site Visits

State	City	Administrative entity
Colorado	Colorado Springs	Industrial Training Administration
Kentucky	Maysville	Buffalo Trace Area Development District
Massachusetts	Brockton	Brockton Area Private Industry Council
Nevada	Las Vegas	Nevada Business Services
Tennessee	Johnson City	Alliance for Business and Training of Northeast Tennessee, Inc.

Participant Support in JTPA

Using a questionnaire mailed to all 628 SDAs, we obtained information on program funding, policies regarding needs-based payments and supportive services, and participant support expenditures. To provide reasonable assurance that the information gathered through the questionnaire responses accurately described SDA participant support activities and the opinions of SDA officials, we:

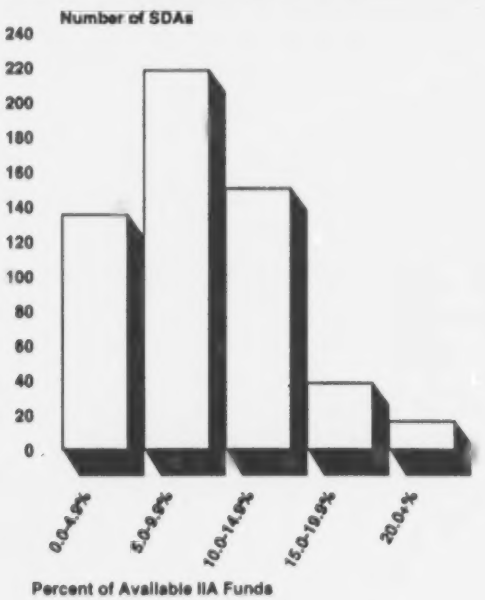
- visited several SDAs during questionnaire development to assure that the information we were seeking was available and that the SDAs maintained the necessary records to support the responses to our questionnaires,
- performed internal validity checks on the questionnaire responses and made several hundred follow-up phone calls to assure that we understood the responses provided and that corrections were made when we had reason to believe the data were in error, and
- discussed questionnaire responses with officials at five SDAs we visited during our detailed review and examined the information used to compile the responses.

The following summarizes the information from the 557 SDAs (89 percent) responding.

Funds Charged to Participant Support

On average, SDAs charged about 9 percent of available title IIA funds to participant support in program year 1990. This ranged from less than 5 percent at 135 SDAs, including 12 SDAs that did not charge any funds to participant support, to 20 percent or more at 16. Figure II.1 presents these percentages.

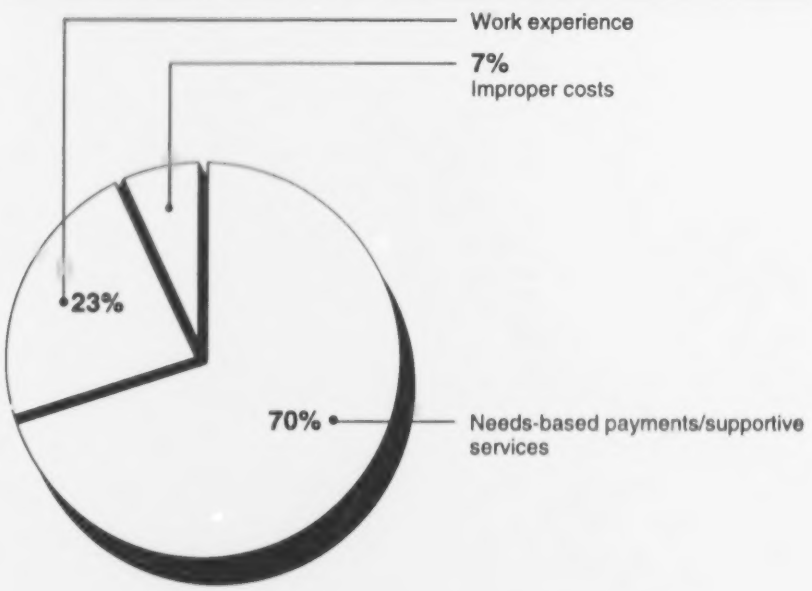
Figure II.1: Title IIA Funds Charged to Participant Support



Note: Based on the 557 SDAs responding to our survey.

Not all of the funds charged to participant support were used to directly assist participants in attending training. About 70 percent were used for needs-based payments and supportive services; the remainder were used for work experience or for costs improperly charged to participant support. (See fig. II.2.)

Figure II.2: Makeup of Participant Support Charges

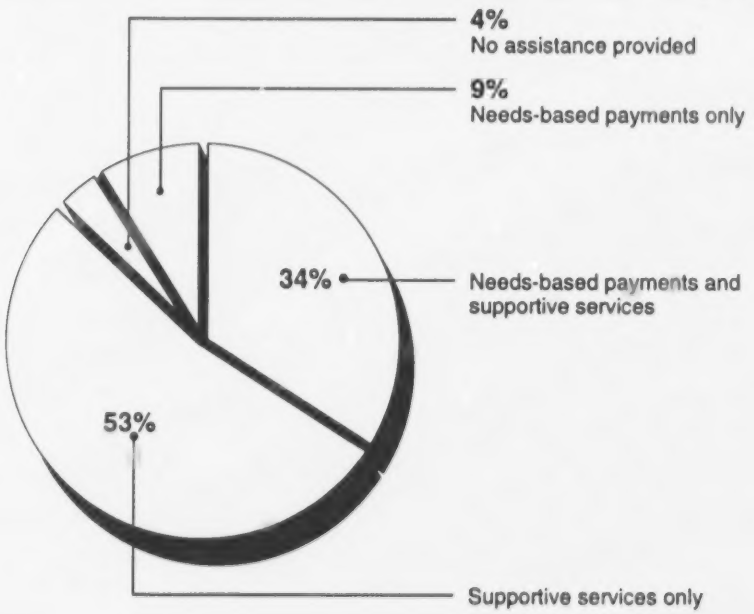


Note: Based on the 545 SDAs that charged funds to participant support.

Extent of Assistance Provided by SDAs

Almost all of the SDAs responding to our questionnaire (96 percent) provided participants with needs-based payments or supportive services. About 43 percent of the SDAs provided needs-based payments, while more than twice as many (87 percent) provided supportive services. (See fig. II.3.)

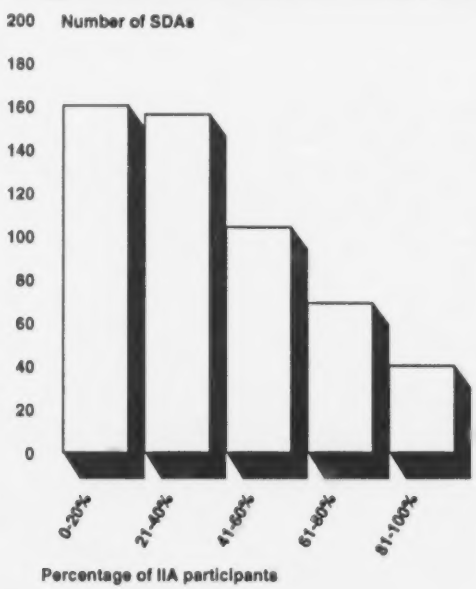
Figure II.3: SDAs Providing Assistance to Participants Using IIA Funds



Note: Based on the 557 SDAs responding to our survey.

The proportion of JTPA participants who received either needs-based payments, supportive services, or both during program year 1990 from title IIA funds ranged from 20 percent or less at 160 SDAs, including 0 percent at 20 SDAs, to more than 80 percent at 40 SDAs (see fig. II.4). On average, about 39 percent of JTPA participants received such services. (See appendix IV for a discussion of participant support from other sources.)

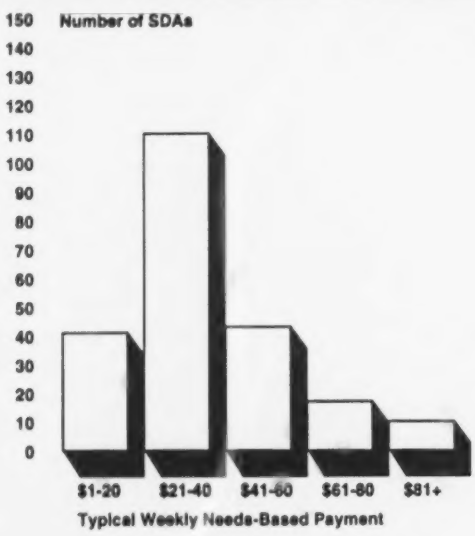
Figure II.4: Participants Who Received Needs-Based Payments and/or Supportive Services



Note: Based on the 529 SDAs answering this question.

For the 221 SDAs that provided information about the size of needs-based payments, the typical weekly payment provided to participants ranged from less than $20 at 41 SDAs to more than $80 at 10 SDAs, and averaged $38. Typical weekly payments to participants ranged from $4 at one SDA in Idaho to $140 at an SDA in Washington. About two-thirds of the SDAs made typical weekly payments of $40 or less. (See fig. II.5.)

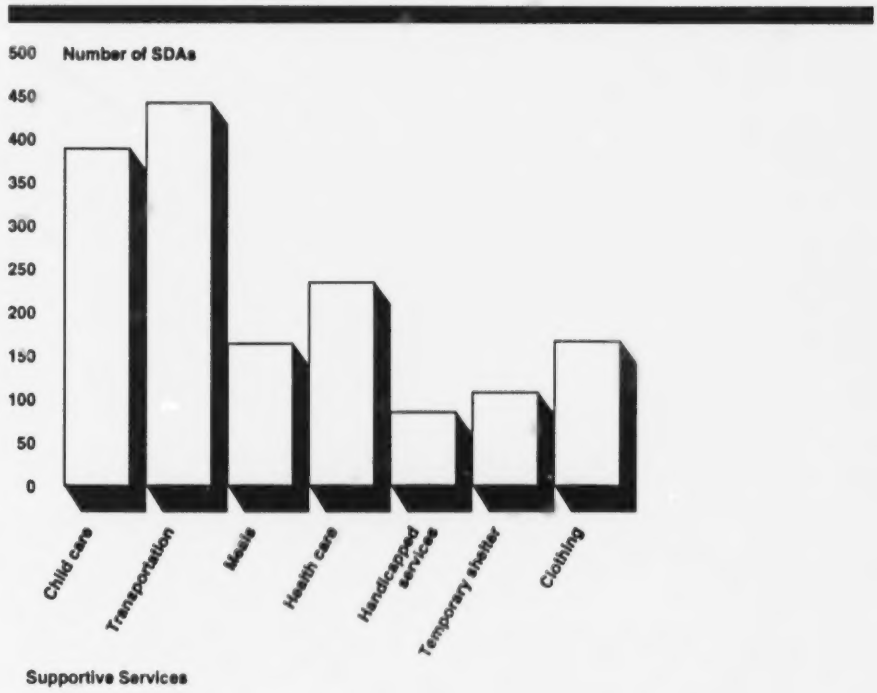
Figure II.5: Typical Weekly Needs-Based Payments to JTPA Participants



Note: Based on 221 of the 239 SDAs that provided needs-based payments.

In addition to needs-based payments, SDAs provided a variety of supportive services to JTPA participants in program year 1990 (see fig. II.6). The most common services provided with JTPA funds were transportation, child care, and health care.

Figure II.6: Typical Supportive Services Provided in Program Year 1990 Using Title IIA Funds



Note: Based on the 486 SDAs that provided supportive services in PY90 using title IIA funds.

SDA Policies on Providing Support Assistance

SDAs providing needs-based payments often had policies that precluded certain individuals from receiving such payments. For example, 80 percent of the 239 SDAs providing needs-based payments said that participants enrolled in any training program that supplied an hourly wage (e.g., on-the-job training) were not considered eligible for such payments. Other participants that SDAs said were ineligible to receive needs-based payments were

- in-school youth (57 percent of SDAs),
- participants employed in a full- or part-time job (47 percent of SDAs), and
- participants receiving any type of cash assistance under a federal, state, or local program (26 percent of SDAs).

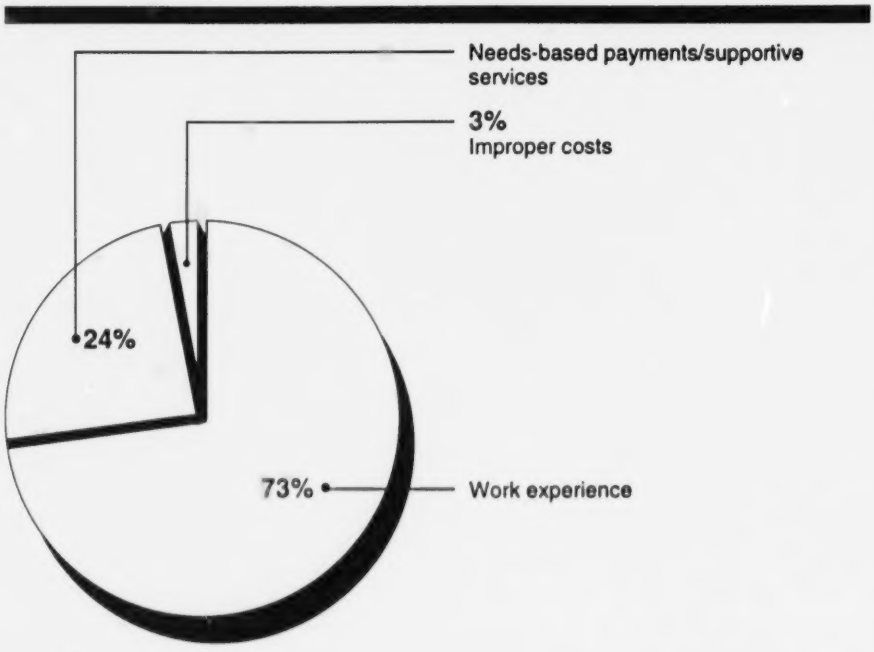
SDAs had similar policies for deciding who was eligible to receive supportive services. However, fewer SDAs precluded participants from receiving supportive services than needs-based payments. For example, 36 percent of the 486 SDAs providing supportive services said that participants enrolled in any training program that supplied an hourly wage were not considered eligible for supportive services. Other ineligible participants include

- in-school youth (25 percent of SDAs),
- participants employed in a full- or part-time job (21 percent of SDAs), and
- participants receiving any type of cash assistance under a federal, state, or local program (8 percent of SDAs).

Work Experience High at Some SDAs

Work experience at some SDAs represented a significant portion of the costs charged to participant support. For example, at 104 SDAs, over half of the amount charged to participant support was for work experience (see fig. II.7). These SDAs charged, on average, about 10 percent of available funds to participant support. However, most of this amount was for work experience costs rather than for direct participant assistance (needs-based payments or supportive services). In addition, most of the 104 SDAs did not have any coordination agreements to obtain direct assistance from other agencies.

Figure II.7: Makeup of Participant Support at High Work Experience SDAs

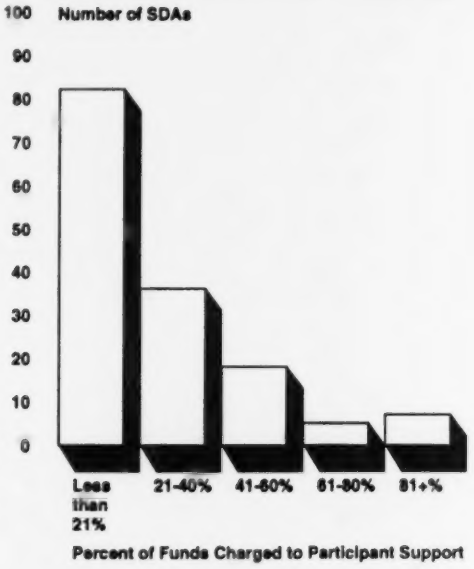


Note: Based on 104 SDAs where work experience costs represented over half of participant support charges.

Improper Costs Charged to Participant Support

About 27 percent of the SDAs reported participant support costs that appeared improper. These charges, which seemed to be administrative costs, amounted to about $10 million, or about 8 percent of the funds charged to participant support (see fig. II.8.)

Figure II.8: Percent of Participant Support That Appeared Improper



Note: Based on 148 SDAs that reported charging improper costs to participant support.

The act specifies three categories of costs that can be charged to participant support: needs-based payments, supportive services, and work experience. SDAs reported charging other costs as well. For example, 60 SDAs charged the costs of employment-generating activities[1] to participant support, while 37 SDAs charged such costs as staff salaries, rent, and office supplies.

[1]Activities that increase job opportunities for eligible JTPA individuals; for example, special surveys and studies, community profiles, job skill forecasts, essential labor market and program analyses, and consultant services.

Reported Participant Support Provided in 1984 Versus 1990

Participant support activities have remained substantially the same since we first reported on them in 1985.[2] As shown in table II.1, fewer SDAs provided supportive services in program year 1990, but more provided needs-based payments. Overall, the average amount spent on participant support has increased from 7 to 9 percent.

Table II.1: Comparison of Participant Support Activities in Transition Year 1984[a] With Program Year 1990

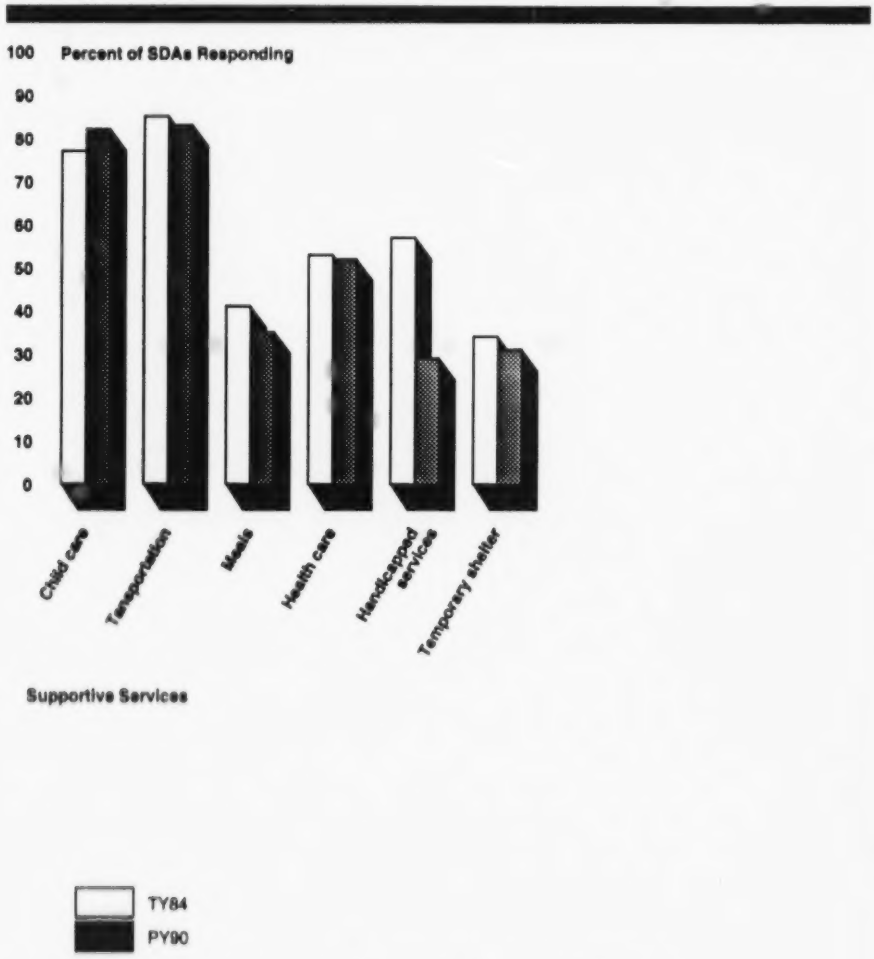
	TY 1984	PY 1990
Percent spent on participant support	7	9
Percent of SDAs spending funds on participant support	95	96
Percent of SDAs providing supportive services	95	87
Percent of SDAs providing needs-based payments	37	43
Amount of typical weekly payment	$34	$38

[a]The first 9-month period of JTPA (Oct. 1, 1983, to June 30, 1984) was referred to as the transition year (TY).

[2]The Job Training Partnership Act: An Analysis of Support Cost Limits and Participant Characteristics (GAO/HRD-86-16, Nov. 6, 1985).

Regarding the type of supportive services provided, a higher percentage of SDAs provided child care in program year 1990, but a lower percentage provided transportation, health care, special services for the handicapped, temporary shelter, and meals (see fig. II.9).

Figure II.9: Comparison of Supportive Services Provided in Transition Year 1984 and Program Year 1990 Regardless of Source



Notes: Based on 541 SDAs responding for TY84 and 557 responding for PY90.

TY84 began October 1, 1984 and ended June 30, 1985. PY90 began July 1, 1990, and ended June 30, 1991.

Analysis of the Relationship of Child Care to Program Outcomes

One of our assignment objectives was to determine the relationship of participant support to program outcomes. To do so, we analyzed the training outcomes for participants with an apparent support service need that was easily identifiable, namely child care. We presumed that a single parent who had a dependent child under age 6 and who enrolled in a training activity[1] needed child care.

At each of the five SDAs we visited, we identified a universe of program year 1990 terminees who were single parents, had a dependent child, and enrolled in training. We analyzed the entire universe at three of the SDAs but, because of the universe size at the other two, limited our analysis to a random sample, as shown in table III.1. Overall, our analysis is based on two-thirds of all the single parents who met our criteria at the five SDAs.

Table III.1: Number of Program Year 1990 Terminees Who Were Single Parents With a Child Under Age 6 and Who Received Training

SDA	Universe	Sample	Percent
A	20	20	100
B	84	55	65
C	58	58	100
D	172	79	46
E	53	53	100
Total	**387**	**265**	**68**

For each single parent selected, we reviewed the following information:

- age,
- education,
- welfare status,
- family status,
- child care assistance received from JTPA,
- type of training received,
- training completed, and
- reason for termination.

We also reviewed assessment and counseling records to determine whether the client received child care from other sources, such as a family member or the JOBS program. For all single parents receiving Aid to Families With Dependent Children (AFDC), we also contacted the local welfare offices to determine whether that office paid for child care under any of its programs while the client was in JTPA training programs.

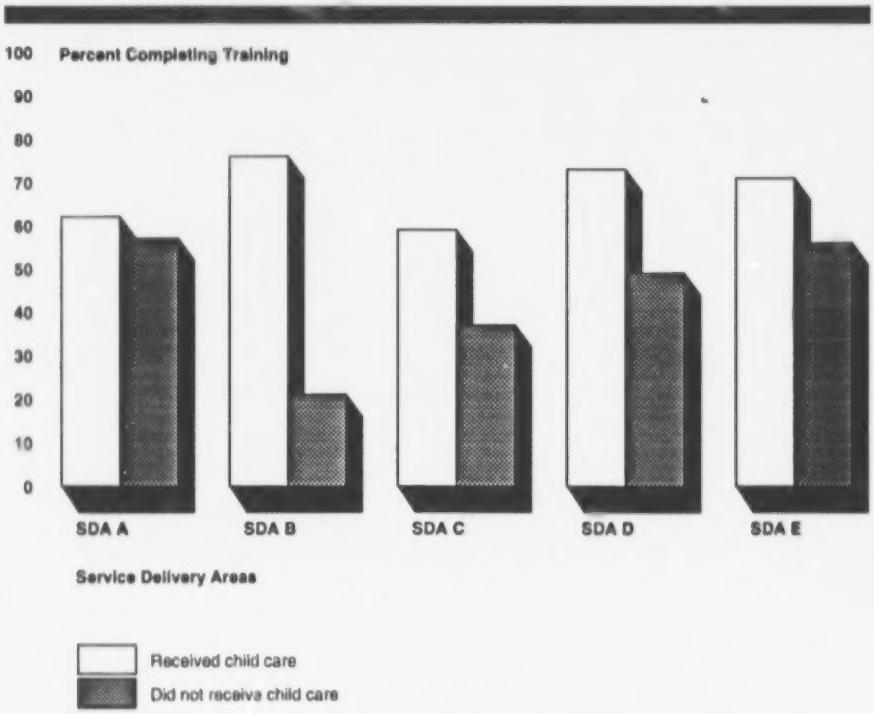
[1]We defined training as occupational classroom training, basic/remedial education, on-the-job training, work experience, or individual customized training.

We then constructed two groups of single parents: (1) those who received child care assistance and (2) those who did not. At one SDA, all participants enrolled in classroom training programs received a needs-based payment. For single parents who did not receive child care assistance from other sources (such as family members or friends), the needs-based payment was insufficient to cover the cost of child care, according to the SDA's support specialist. Therefore, we placed these single parents in the group who did not receive child care assistance.

Analysis of Results

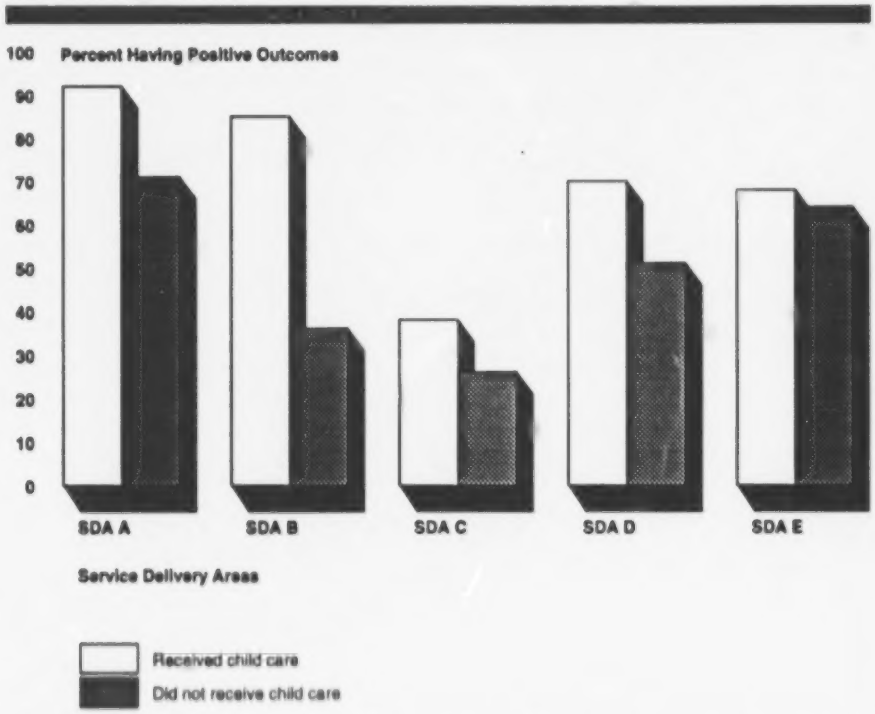
At each of the five SDAs we reviewed, single parents who had their need for child care met, more often completed their training and got a job or had another positive outcome, such as obtaining a General Education Development certificate or returning to school. Overall, 69 percent of single parents who received child care completed their training, compared to 45 percent of those not receiving child care. The difference in the average completion rate ranged from 5 percent at one SDA to 55 percent at another (see fig. III.1).

Figure III.1: Training Completion Rate for Single Parents Who Did and Did Not Receive Child Care



Similarly, those receiving child care more often got jobs or experienced other positive outcomes, such as completing a major level of education or returning to school. On average, 68 percent of those receiving child care obtained a job or had another positive outcome, compared to a 49-percent positive outcome rate for those not receiving child care. The difference ranged from 4 percent at one SDA to 49 percent at another (see fig. III.2).

Figure III.2: Positive Termination Rate for Single Parents Who Did and Did Not Receive Child Care



Note: Positive outcome includes obtaining a job, completing a major level of education, and returning to school.

Using logistic regression, a multivariate statistical analysis technique, we examined whether differences obtained in program outcomes could be attributed to selected factors other than child care. For each dependent variable—completed training and positive outcome—the statistical effect of child care was highly significant, while the effects of the other variables (e.g., age, education, and welfare status) were not.

Our analysis did not establish a cause and effect relationship between receiving child care services and achieving better program outcomes. Neither did it allow us to rule out other factors possibly contributing to more favorable outcomes, such as self-selection into training or program screening. Nonetheless, the association we noted provides an indication that receiving child care is likely an important factor contributing to success in JTPA. We limited our analysis to child care services because the

need for such care was more apparent than for other services, such as transportation or health care.

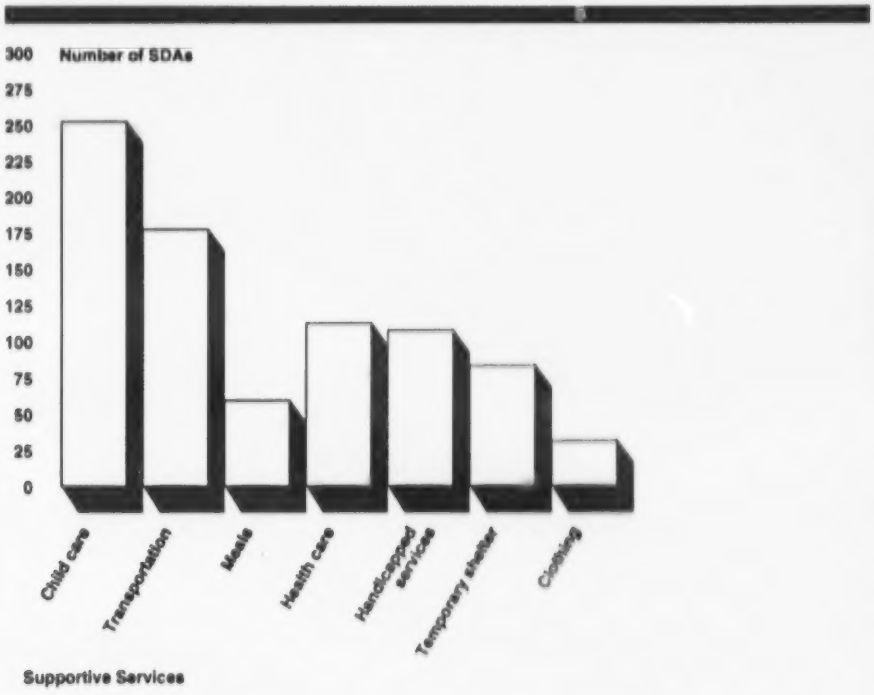
Extent of Participant Support Provided Through Coordination Arrangements

Data obtained from our questionnaire and at the five SDAs we visited provided some measure of the extent to which SDAs relied on coordination arrangements with other programs or agencies to provide participant support to their enrollees.

Questionnaire Responses

About half of the 557 SDAs responding to our questionnaire said they had coordination agreements with other agencies to provide one or more supportive services to JTPA participants. As shown in figure IV.1, the most common services participants received through these arrangements were child care and transportation.

Figure IV.1: Supportive Services Obtained Through Coordination Agreements

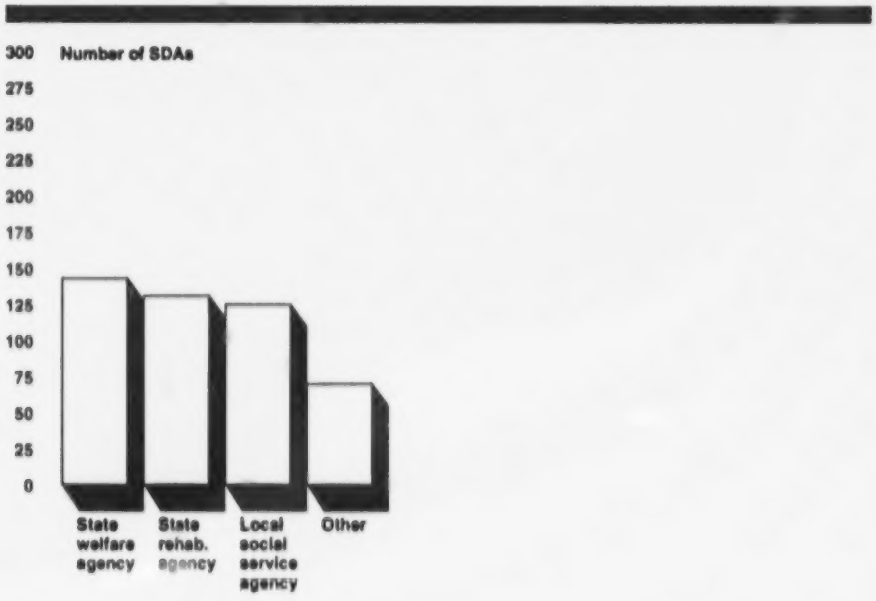


Note: Based on the 275 SDAs that had coordination agreements for supportive services in PY90.

About 60 percent of the SDAs with such arrangements coordinated with two or more agencies. SDAs most often coordinated with the state welfare

agency and to a lesser extent with the state rehabilitation agency and the local social service agency. (See fig. IV.2.)

Figure IV.2: Agencies Providing Supportive Services Through Coordination Agreements



Notes: Other includes state labor department, community action agencies, and schools.

Based on the 275 SDAs that had coordination agreements for supportive services.

Participants also received needs-based payments from other sources, but to a much lesser extent. Of the SDAs responding to our questionnaire, 6 percent said that they received such funds from the Job Opportunities and Basic Skills program—a welfare-to-work program—and other federal or state-funded programs. On average, about 13 percent of the JTPA participants at these SDAs received needs-based payments from such sources.

Some SDAs volunteered comments on alternative sources of participant support, primarily supportive services. For example, several SDAs mentioned that they coordinated with the JOBS program for child care services. Others mentioned that they obtained child care services from local social service agencies and vocational rehabilitation agencies.

Several SDAs cited community-based organizations, senior citizen agencies, and youth organizations as sources for transportation services. One SDA coordinated with 24 sources for such supportive services as emergency food and housing, transportation, and health care. Finally, one SDA's staff attended training sponsored by the local United Way on identifying available supportive services and incorporating linkages with all local social service agencies.

Site Visits

Coordination varied widely at the five SDAs we visited and was carried out under different approaches and program philosophies. One SDA was administratively coupled with the JOBS program, thus facilitating coordination; another used a case management approach to achieve coordination; a third routinely referred participants to the JOBS program; a fourth believed that, for the most part, participants themselves were primarily responsible for seeking support; and the last had virtually no coordination initiatives. The coordination approaches of each is described below. Table III.1 provides summary data on these five SDAs.

Table IV.1: Summary Data on Five SDAs Visited

SDA	Funds charged to NB/SS	Percent of participants receiving NB/SS		Primary services provided through coordination
		From JTPA funds	From other sources	
A	6.9%	21%	15%	Child care
B	5.3	57	10	Child care
C	3.6	7	N/A	Child care and transportation
D	3.3	N/A	N/A	No agreements
E	7.8	22	N/A	No agreements

NB/SS - needs-based payments/supportive services

N/A - not available

SDA A

Almost half of the funds SDA A spent for needs-based payments and supportive services came from the JOBS program. In program year 1990, this SDA spent about $170,000 of JTPA funds (7 percent of available funds) and another $150,000 from the JOBS program on needs-based payments and supportive services.

The coordination arrangement at this SDA was greatly facilitated by the administrative structure established by the state for the JTPA and JOBS

programs, whereby the SDAs in this state administer both programs. Under this arrangement, SDA A received about $150,000 in program year 1990 to serve about 80 JOBS clients who also enrolled in JTPA. As a rule, clients eligible for both JTPA and JOBS would receive training funded by JTPA and participant support funded by JOBS. In our sample of single parents with dependent children (see app. III), of those who were eligible for JOBS all received child care paid with JOBS funds. While JOBS funds were used primarily to pay child care, they were also used for such other services as uniforms, tools, medical exams, and needs-based payments. In program year 1991, the SDA received $550,000 in JOBS funds to provide supportive services and needs-based payments to 280 JOBS clients.

SDA A also supplemented JTPA funding for participant support by requiring participants enrolled in classroom training to apply for aid under an educational assistance program called Pell grants. These grants can be used to help pay living expenses, such as rent, utilities, and food. An SDA A official said that the SDA provided needs-based payments to participants until they received the grant, at which time the needs-based payment was reduced by the amount of the Pell grant.

SDA B

SDA B followed a case management approach to provide JTPA services, including participant support, to program enrollees. In program year 1990, this SDA contracted with six community-based organizations to provide services. Under this approach, case managers were responsible for assessing each client's training and participant support needs, providing counseling throughout program participation, and helping the client find a job after training.

SDA administrators strongly encouraged case managers to seek alternative sources for any supportive services needed by participants. For example, if an enrollee was eligible for the JOBS program and needed child care assistance, the SDA encouraged the case manager to seek child care funding from JOBS before requesting JTPA assistance.

Case managers could recommend supportive services when appropriate, but final approval resided with SDA officials. Officials from SDA B believed a case management approach to be successful because the case managers concentrated their efforts on the needs of each client, without regard to costs, while SDA officials remained responsible for budgeting and financing any needed services.

SDA C

SDA C's policy concerning participant support necessitated the use of other programs to fund child care services for some participants. Its policy was that, except for preemployment medical examinations, it did not provide supportive services to participants, and instead chose to give needs-based payments. However, such payments were not provided to participants who had any income or earnings, regardless of source. Thus, single parents with dependent children who were receiving AFDC assistance would not be eligible for needs-based payments and would generally not receive child assistance with JTPA funds.

While SDA C did not have any formal cooperative agreements with other agencies, counselors routinely referred eligible participants to the JOBS program for child care and transportation services. The counselors also provided participants with current information about child care options in the area and assisted in making arrangements through the welfare department, the social services department, Head Start, or other service providers.

The SDA modified its policy when other options were not available and it was determined that the lack of child care would prohibit a participant from attending training. For example, when the JOBS program exhausted its funds, the SDA planned to change its policy by allowing AFDC recipients to receive needs-based payments.

SDA D

SDA D did not provide needs-based payments to program participants, and its policy was to give supportive services only if other options were not available. According to one official, the SDA encourages participants to be self-sufficient by having them seek other resources to meet their needs. If the participants are unable to obtain needed assistance, it is their responsibility to discuss the subject of needed assistance with their SDA program counselor. The SDA, however, has been generally reluctant to provide supportive services for fear it would encourage others to seek JTPA assistance rather than to attempt to be self-sufficient.

The SDA was attempting to obtain transportation services for its participants through a coordination agreement with a local transportation program for senior citizens and handicapped individuals. At the completion of our field visit, the SDA had not been able to negotiate successfully an agreement with this program to provide free transportation to JTPA participants on the program's often underutilized vans.

Although the SDA did not provide needs-based payments, it did provide incentive funds to participants enrolled in classroom training programs. Under this system, participants received up to $420 per month if their attendance, participation, and behavior were satisfactory. Most participants received an average of $250 to $350 a month. The SDA believed that these incentive payments enabled more participants to remain in occupational training through completion and to receive jobs.

SDA E

SDA E did little to coordinate with other agencies to obtain participant support services. Program officials had little contact with the local welfare offices and had no knowledge of whether JTPA participants were receiving child care services under the JOBS program or additional services from other programs. Concerning overall participant support, the SDA staff had little direct contact with program participants during program year 1990. The SDA contracted with another social service agency for participant intake and initial assessment. In addition, training contractors performed subsequent needs assessments and arranged for any supportive service needs. SDA E, in turn, provided the requested funding for such needs, spending 8 percent of its available program 1990 funds in this area. The SDA director stated, however, that in program year 1992 they planned to increase their control over participant support activities and are currently assessing how to directly administer participant support.

Tables Supporting Bar Graphs in Report Text

Table V.1: Program Results in Five SDAs for Single Parents Who Did and Did Not Receive Child Care (Data for Figure 1)

Program result	Single parents with child under 6	
	Received child care	Did not receive child care
Percent completed training	69	45
Percent with positive termination	68	49

Table V.2: Title IIA Funds Charged to Participant Support (Data for Figure II.1)

Percent of Available IIA funds	Number of SDAs
0.0-4.9	135
5.0-9.9	218
10.0-14.9	150
15.0-19.9	38
20.0+	16

Table V.3: Participants Who Received Needs-Based Payments and/or Supportive Services (Data for Figure II.4)

Percent of IIA participants	Number of SDAs
0-20	160
21-40	156
41-60	104
61-80	69
81-100	40

Table V.4: Typical Weekly Needs-Based Payments to JTPA Participants (Data for Figure II.5)

Typical weekly payment	Number of SDAs
$1-20	41
$21-40	110
$41-60	43
$61-80	17
$81+	10

Table V.5: Typical Supportive Services Provided in PY90 Using IIA Funds (Data for Figure II.6)

Supportive service	Number of SDAs
Child care	388
Transportation	441
Meals	163
Health care	233
Handicapped services	84
Temporary shelter	107
Clothing	166

Table V.6: Percent of Participant Support Spent on Improper Costs (Data for Figure II.8)

Percent of funds charged to participant support	Number of SDAs
<21	82
21-40	36
41-60	18
61-80	5
81+	7

Table V.7: Comparison of Supportive Services Provided in TY84 and PY90 Regardless of Source (Data for Figure II.9)

	Percent of SDAs responding	
Supportive service	TY84	PY90
Child care	77	82
Transportation	85	83
Meals	41	35
Health care	53	52
Handicapped services	57	29
Temporary shelter	34	31

Table V.8: Training Completion Rate for Single Parents Who Did and Did Not Receive Child Care (Data for Figure III.1)

	Percent completing training		
SDA	Received child care	Did not receive child care	Difference
A	62	57	5
B	76	21	55
C	59	37	22
D	73	49	24
E	71	56	15

Table V.9: Positive Termination Rate for Single Parents Who Did and Did Not Receive Child Care (Data for Figure III.2)

	Percent having positive outcomes		
SDA	Received child care	Did not receive child care	Difference
A	92	71	21
B	85	36	49
C	38	26	12
D	70	51	19
E	68	64	4

Table V.10: Supportive Services Obtained Through Cooperative Agreements (Data for Figure IV.1)

Supportive service	Number of SDAs
Child care	252
Transportation	177
Meals	59
Health care	112
Handicapped services	107
Temporary shelter	83
Clothing	31

Table V.11: Agencies Providing Supportive Services Through Coordination Agreements (Data for Figure IV.2)

Agency	Number of SDAs
State welfare agency	143
State rehabilitation agency	131
Local social service agency	125
Other	70

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Job Training Partnership Act: Youth Participant Characteristics, Services, and Outcomes (GAO/HRD-90-46BR, Jan. 24, 1990).

Job Training Partnership Act: Information on Training, Placements, and Wages of Male and Female Participants (GAO/HRD-89-152BR, Sept. 12, 1989).

Single Audit Act: Single Audit Quality Has Improved but Some Implementing Problems Remain (GAO/AFMD-89-72, July 27, 1989).

Job Training Partnership Act: Comments on H.R. 2039, The JTPA Amendments of 1989 (GAO/T-HRD-89-32, June 29, 1989).

Job Training Partnership Act: Services and Outcomes for Participants With Differing Needs (GAO/HRD-89-52, June 9, 1989).

Senate Bill 543: The Job Training Partnership Act Youth Employment Amendment of 1989 (GAO/T-HRD-89-18, May 11, 1989).

Job Training Partnership Act: Participants, Services, and Outcomes (GAO/T-HRD-88-31, Sept. 29, 1988).

Job Training Partnership Act: Data Collection Efforts and Needs (GAO/HRD-86-69, Mar. 31, 1986).

Job Training Partnership Act: An Analysis of Support Cost Limits and Participant Characteristics (GAO/HRD-86-16, Nov. 6, 1985).

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